

Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

United States
Department of
Agriculture

Forest
Service

Alaska Region
Report Number 126

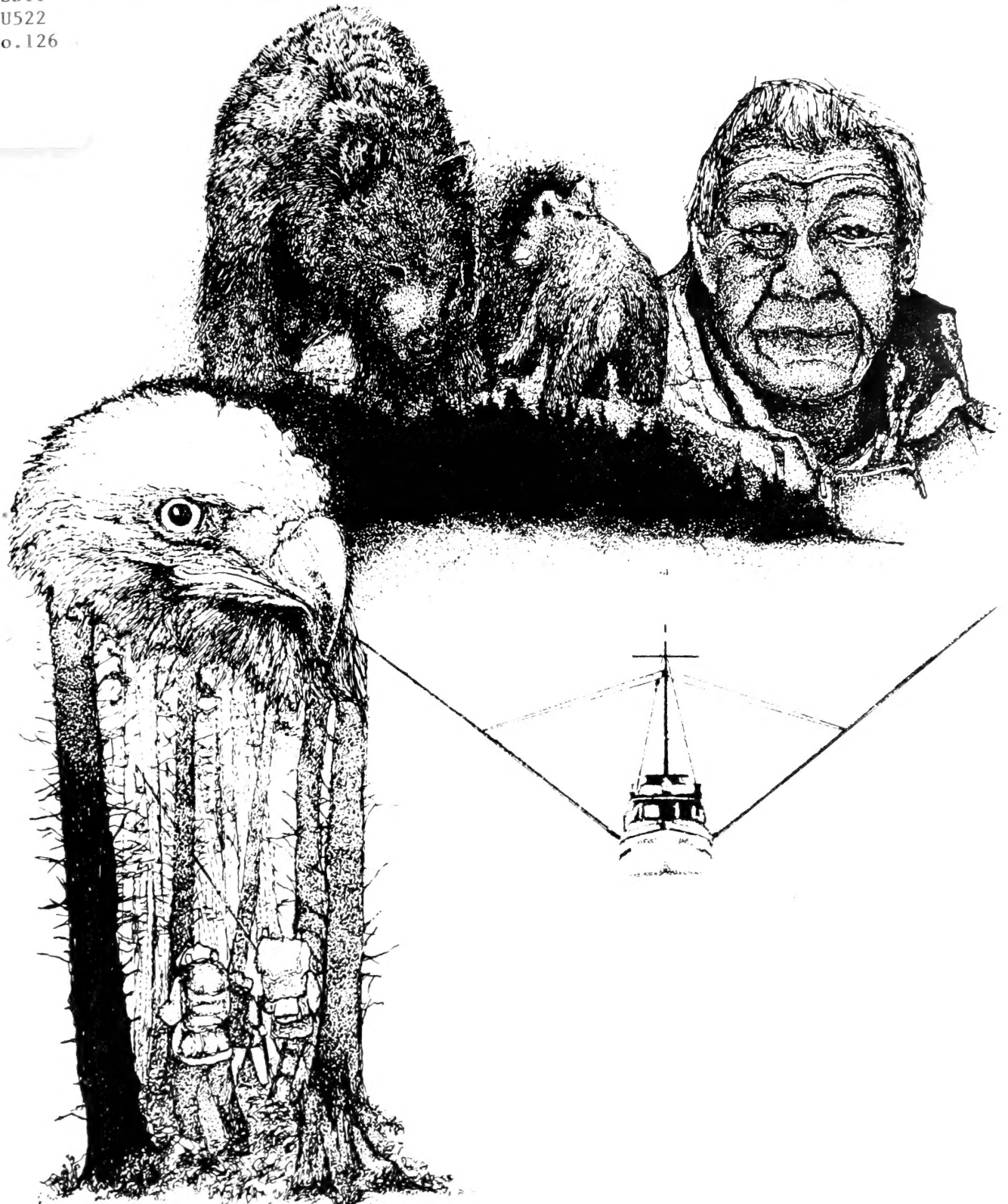
Admiralty Island Interim Guidelines

Reserve

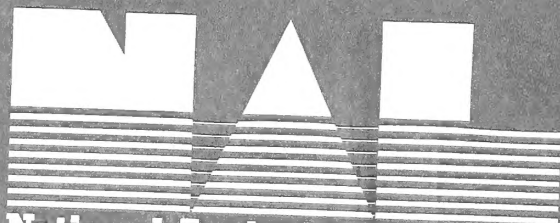
aSD11

.U522

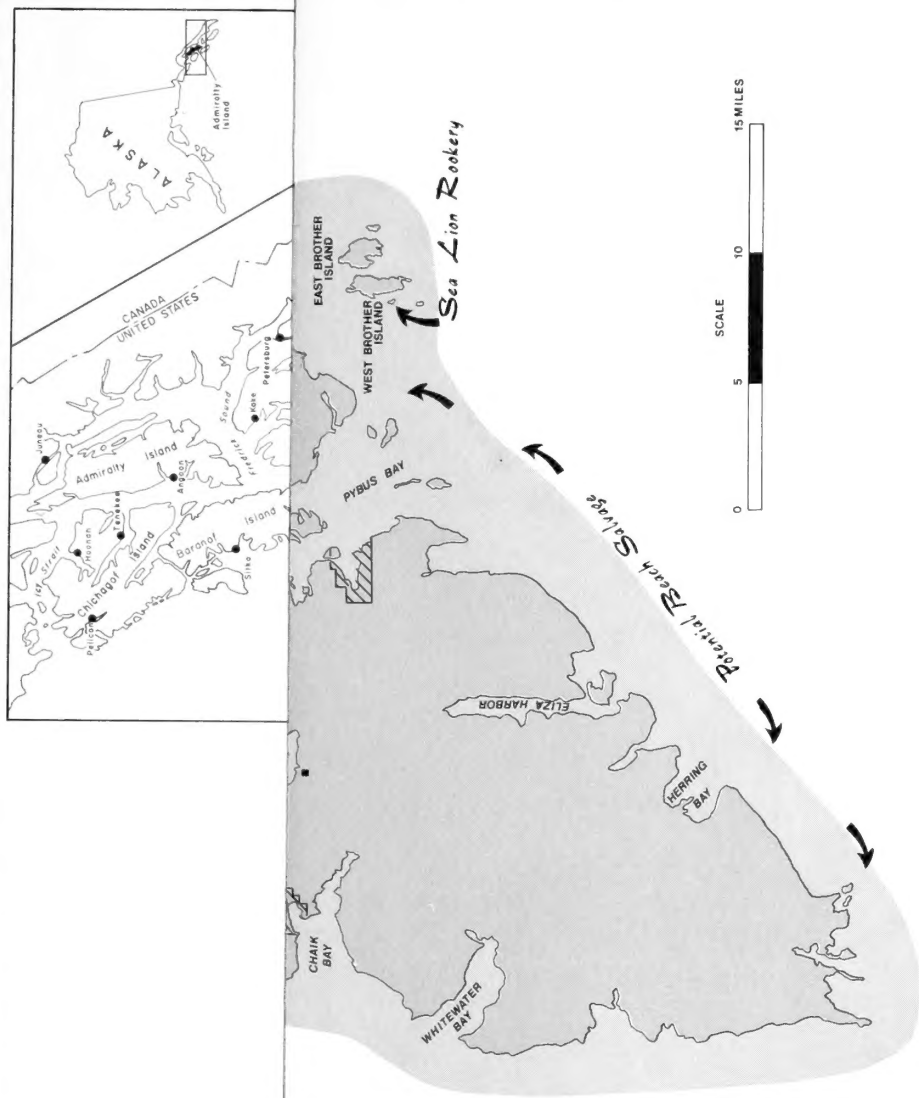
No. 126



**United States
Department of
Agriculture**



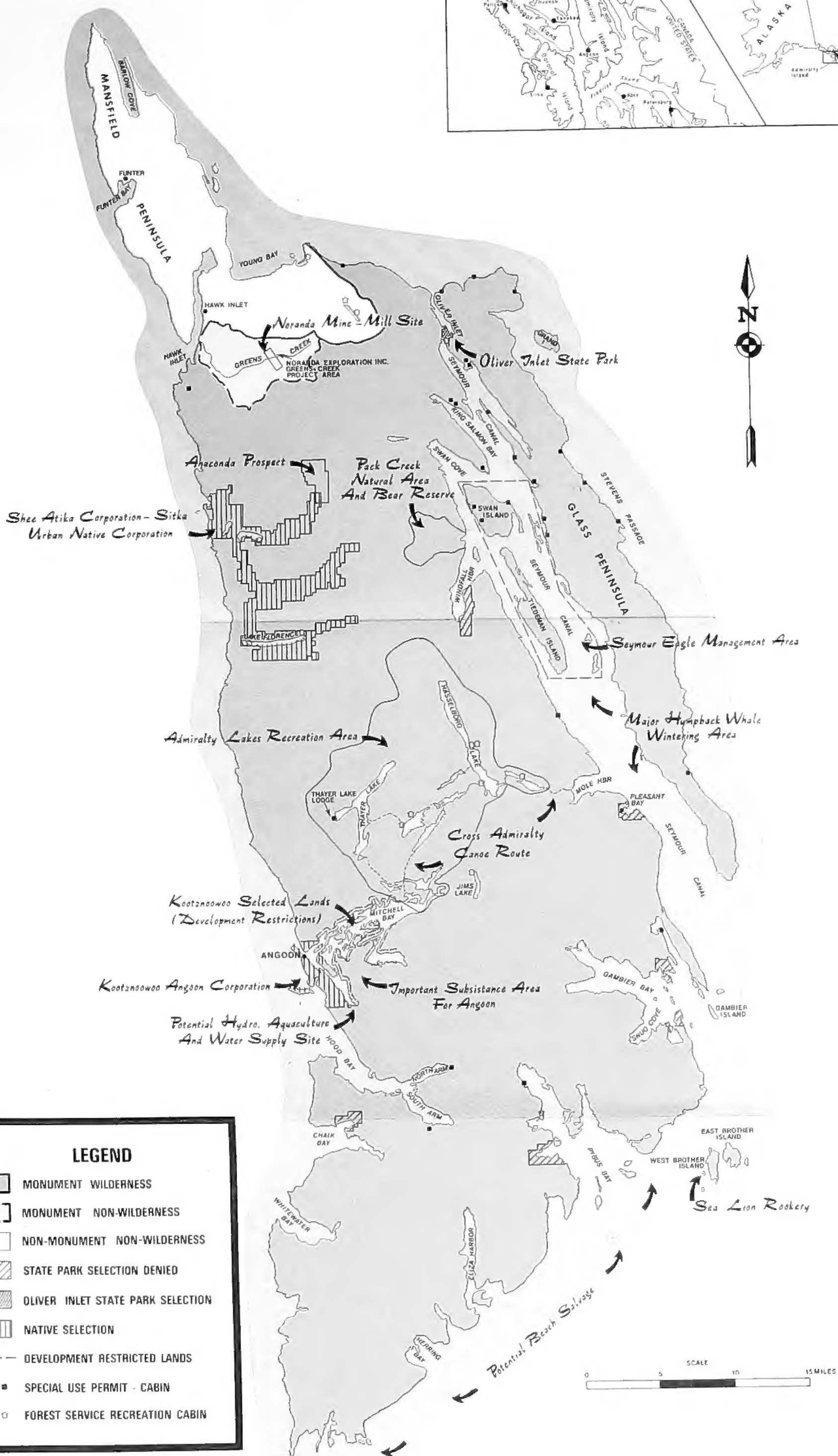
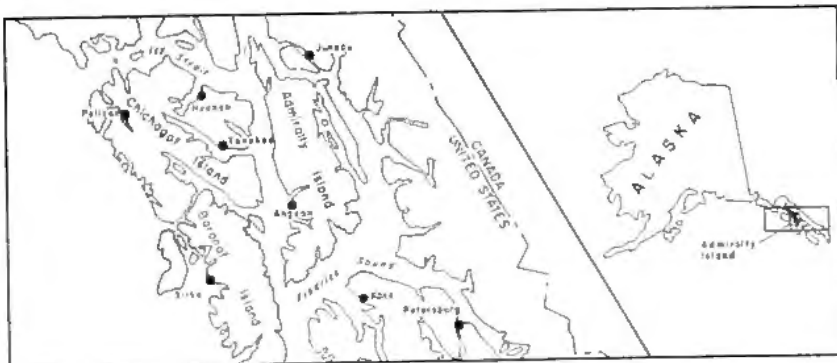
National Agricultural Library



LEGEND

- MONUMENT WILDERNESS
- MONUMENT NON-WILDERNESS
- NON-MONUMENT NON-WILDERNESS
- STATE PARK SELECTION DENIED
- OLIVER INLET STATE PARK SELECTION
- NATIVE SELECTION
- DEVELOPMENT RESTRICTED LANDS
- SPECIAL USE PERMIT - CABIN
- FOREST SERVICE RECREATION CABIN

ADMIRALTY ISLAND NATIONAL MONUMENT / WILDERNESS



ADMIRALTY ISLAND NATIONAL MONUMENT/WILDERNESS



U.S.D.A., NAL

FEB 09 2004

CATALOGING PREP

SUMMARY: INTERIM MANAGEMENT GUIDELINES
ADMIRALTY ISLAND NATIONAL MONUMENT WILDERNESS

ADMIRALTY INTERIM MANAGEMENT GUIDELINES

I. A Joint Message from the U. S. Forest Service and the State of Alaska	2
II. Planning.....	4
III. Suggestions for your Response.....	6
IV. Setting.....	7
V. The Management and Legislative History of Admiralty National Monument Wilderness.....	10
VI. The Administrative Authority for Management of Admiralty National Monument Wilderness.....	16
VII. Private Land Ownership on Admiralty Island.....	18
VIII. Prime Management Considerations.....	19
IX. The Issues -- A Summary.....	20
A. Resources --	
1. Fisheries.....	22
2. Minerals.....	24
3. Cultural Resources.....	26
4. Wildlife.....	30
B. Uses --	
1. Recreation.....	34
2. Scientific Study.....	37
3. Subsistence.....	38
C. Community Well-Being.....	42
X. A Users Guide to Admiralty Island National Monument.....	45



March 23, 1981

Dear Friend:

The Forest Service -- recognizing important shared interests and responsibilities -- has, with the cooperation of the State of Alaska, developed Interim Management Guidelines for the Admiralty Island National Monument Wilderness. Today we wish to share these Guidelines with you and to encourage you to help us perfect them, and to develop them into a full management plan for Admiralty.

Accompanying this letter is a brief description of Admiralty, its resources and management history, and a map showing key features of the island. We have summarized the issues which are related to present and future management, and have included a "User's Guide" that will help answer questions about activities you may wish to pursue on Admiralty.

The issues identified are ones that the Forest Service and the State of Alaska consider to be of high priority and which need the benefit of public input for meaningful solutions. To facilitate issue resolution and public response, both the Forest Service and the State have described management intentions and programs which correspond with our respective statutory and regulatory responsibilities. The management intentions and programs described in this document are intended to be carefully considered guidelines for future management, rather than firm decisions.

With the distribution of this document, we wish to set the stage for further public participation in the planning process. We are certain that some of you will wish to comment further on the issues, and to expand on those opportunities which have now been identified. An outline of future planning, and suggestions for your involvement are included.

We in public service are aware that complex administrative structures sometimes confront the public with seemingly impenetrable barriers. This joint planning effort is intended to overcome some of these barriers, and to facilitate your participation in the planning process for management of Admiralty Island.

Additional benefits which follow from this cooperative effort -- not only for Alaska residents, but for those throughout the Nation who have interest in Admiralty Island -- are that . . .

. . . cooperatively produced guidelines help to fulfill the mandate of the National Forest Management Act for cooperation between the Forest Service and State governments.

. . . through cooperation between the principal public and, in some cases, private resource managers, integrated management of the land and its resources is accomplished.

. . . through shared expertise of Federal and State resource specialists, quality of management is enhanced.


. . . through cooperation on related programs or in adjacent land areas, efficiency and effectiveness of programs undertaken by either the Forest Service or State are increased.

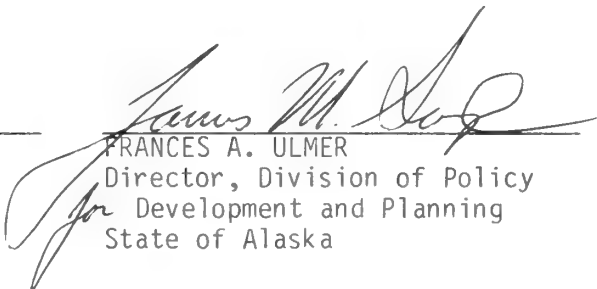
. . . issues and opportunities identified by the public can best be addressed by the Forest Service and State working together to seek satisfactory resolution of important resource and use issues.

We are pleased to present you with these joint Interim Guidelines for Admiralty Island. We hope that this document will assist you in your use and enjoyment of these areas, and will stimulate your interest in helping us to complete full management plans during the coming months.

We look forward to including you in our planning partnership.

Sincerely,

for 
JOHN A. SANDOR
Regional Forester, Alaska (R10)
USDA Forest Service


FRANCES A. ULMER
Director, Division of Policy
Development and Planning
State of Alaska

PLANNING

. . . Where we are

The draft Monument Interim Guidelines, issued in May, 1979, guided Admiralty management during the past year and provided a forum for public and agency comment on future management. This led to. . .

. . . The Cooperative Interim Guidelines outlined in this document. Management changes set forth in these Guidelines derive from A) direction provided by the Tongass Land Management Plan and the Alaska lands legislation, B) public input during the past year, and C) State of Alaska management direction.

. . . Where we're going

By June, 1982, we expect to complete a 10 year plan for Admiralty National Monument Wilderness. The plan, designed to provide a sound basis for decision making, will include a compilation of resource data, issues and opportunities, management philosophy, and goals and objectives.

Specific elements of the plan will:

- analyze the relationship of the Tongass Land Management Plan, the Alaska lands legislation and the 1964 Wilderness Act to Admiralty Island.
- describe the process for public participation while the plan is being developed, and for the life of the plan.
- detail the roles of the State and other agencies in the management of Admiralty.
- detail the management of Kootznahoo Inlet and Mitchell Bay, as well as any joint management agreements developed with Kootznoowoo Inc., (Angoon Village Corporation).
- detail how the preferred management of Noranda and other valid mining claims will conform with management of the Monument Wilderness.
- explain how the specific issues identified in these Interim Guidelines, as well as those subsequently identified, will be resolved.
- describe the timing of projects and such activities as trail-building, and outline budget requirements.

Public response and comments are always welcome, and your ideas will be given the greatest consideration. Please, however, submit your response and comments in accordance with the following schedule.

. . . Key dates for development of the plan are:

- By July 15, 1981, public response to these guidelines should be submitted to the Forest Service. Those wishing to do so may also convey their responses to the State of Alaska.
- By January, 1982, a draft plan with preferred alternatives or directions, which addresses your comments, will be available for public review.
- By March, 1982, public review of the draft will be completed.
- By June, 1982, the Final Plan will be released.

. . . How to get involved

You already are involved. You are reading the scoping document of the management area planning process. The term comes from the National Environmental Protection Act and means, simply, that we need your assistance in defining the scope of the issues, concerns, and opportunities which the Admiralty Management Plan is to address.

This document describes what we believe the public has said to us about Admiralty Island. It summarizes the information which has been gathered about Admiralty's resources and how they are being used. It reviews legislative directions and management responsibilities assigned to the Forest Service.

NOW WE NEED TO HEAR FROM YOU

SUGGESTIONS FOR YOUR RESPONSE TO THIS DOCUMENT

When we begin preparation of an important plan, our first step is to "plan for the planning!" We have to commit time for the tasks involved. We have to determine what information we already have, and what additional information is needed. And we must choose the best way to work with others who are helping to prepare the plan. As a participant in the planning process, you may wish to follow similar steps, and to help us to provide opportunities for your contribution.

Here are some suggestions:

- . . . Complete your reading of the Summarized Interim Guidelines.
- . . . Identify additional information which we may be able to provide. A response form is enclosed for your convenience. If a section of this document is unclear, or raises questions, make a note to inform us.
- . . . Consider how you might contribute to the planning process:

If you have visited Admiralty, it would be useful for us to hear about your experiences . . . your observations . . . your uses of Admiralty's resources.

If you have expertise in certain resource areas, or have specific suggestions about resource management, the planning team would appreciate your contribution.

If you have participated in other planning efforts (with us or other agencies) which were particularly effective -- or perhaps not effective -- you can help us to shape our public involvement program. Tell us how we may best involve you in the process.

- . . . Review the planning schedule. We hope you will note these dates on your home and office calendars. We will remind you of important meetings and deadlines, but you can help by planning your involvement in advance.

SOON -- WHILE IT IS ON YOUR MIND -- TAKE A MOMENT TO SHARE YOUR INITIAL RESPONSE WITH US. DESCRIBE THE STRENGTHS AND WEAKNESSES OF THE SUMMARIZED INTERIM GUIDELINES. REQUEST ADDITIONAL INFORMATION YOU NEED FROM US. GIVE US YOUR SUGGESTIONS FOR STRENGTHENING THE PLANNING AND PUBLIC INVOLVEMENT PROCESS.

CONTACTS:

ADMIRALTY ISLAND MONUMENT WILDERNESS
K. J. Metcalf, Monument Manager
P.O. Box 2097
Juneau, Alaska 99803
Telephone: (907) 789-3111

STATE OF ALASKA
Principal State-Federal
Coordinator
Division of Policy Development
and Planning
Pouch AW
Juneau, Alaska 99811



Hasselborg Lake.

Among the scenes which are deeply impressed on my mind, none exceed in sublimity the primeval forests undefaced by the hand of man. No one can stand in these solitudes unmoved . . .

-- Charles Darwin

THE SETTING

Just off the mainland of the Alaskan Panhandle, near the southern extreme of the Gulf of Alaska, lies an immense island, rugged and densely forested. It is but one of the scores of large islands, washed by the chill waters of the north Pacific, which make up the Alexander Archipelago, but it is a special island.

It is Admiralty Island . . .

What makes Admiralty special?

In part, its size:

Admiralty is nearly 100 miles long, and about 30 miles wide. It comprises over one million acres, an area half again as large as Rhode Island.

In part, its coast:

Admiralty's extremely irregular perimeter forms nearly seven hundred miles of shoreline. Over two dozen large bays and inlets etch Admiralty's coast.

In part, its terrain:

The island is rugged, mountainous. The highest peaks exceed 4,500 feet in elevation; a pair of receding glaciers near the island's center remain as reminders of the ice-sheets which once gouged out valleys and chiseled away mountains.

In part, its people:

Several hundred people are permanent residents of Admiralty Island. The vast majority of these residents are Tlingit Indians, whose ancestral roots and traditions reach back through generations into the shadows of prehistory, and whose cultural links with the island are immutable.

In part, its forests:

Admiralty supports a dense, mature spruce-hemlock forest as well as extensive stands of scrub forest. Intermixed with these forests are muskegs, grass and sedge tideflats, and at higher elevations, alpine meadows and brushy avalanche chutes, a spectacular variety of the vegetative communities characteristic of the temperate rainforest.



Admiralty forest, near Whitewater Bay.

In part, its waters:

Admiralty is rich in what has come to be called quality water. Dozens of large streams drain the island's principal mountain range, and innumerable smaller streams feed these or drain directly into the sea. Several large, crystalline lakes occupy glacier-carved valleys near the center of the island.

And in part, its fish and wildlife:

Admiralty's quality waters support vigorous populations of trout and salmon. Sitka blacktail deer range the island's uplands and tideflats, and the brown bears of Admiralty have attracted international attention. Bald eagles are more common than crows on Admiralty; indeed the spring concentration of nesting bald eagles in the Seymour Canal area is unequaled anywhere on earth.

But the single factor that makes Admiralty so special, that renders it most unique, is the undisturbed character of the island; for the most part, Admiralty is pristine . . .

Pristine: a word scores of writers have used to describe Admiralty Island. It means remaining in a pure state, uncorrupted, and comes from the Latin pristinus, original.

Not all of Admiralty's one million acres are pristine, to be sure. Crumbling remnants of fish traps, canneries, fur farms, and even whaling stations are scattered about the island, and about 12,000 acres of its forests have been logged since the turn of the century. But these traces of the busy commerce of an era gone by grow more faint each year.

The northern extreme of the island will be subject to resource utilization, but the bulk of Admiralty remains essentially undisturbed. Recent legislation has established the Admiralty Island National Monument Wilderness for the express purpose of maintaining this undisturbed character.

Appropriate management of the Monument Wilderness requires special stewardship, however, for people make use of the island today, have made use of it for generations, and will make use of it for generations to come. The special -- and difficult -- task of those who manage the Monument is to establish and maintain a careful balance between human use of the island's resources and preservation of the values for which the Monument and Wilderness were created.

And that is what this document -- a Summary of Interim Management Guidelines -- is all about.

The establishment and maintenance of an equitable balance can only be achieved through the full participation of all citizens in the process of planning Admiralty's management. That planning process is now under way.

You are cordially invited to join in.



Oliver Inlet, background.

MANAGEMENT AND LEGISLATIVE HISTORY OF ADMIRALTY ISLAND

Admiralty Island has been under Forest Service management for nearly three-quarters of a century. During this time, the evolution of management philosophy has paralleled and been influenced by emerging public interest in the significant resource values of Admiralty Island. Those who have witnessed or participated in the nationwide public decision-making process which led to Congressional designation of this Monument Wilderness may find a brief history of Admiralty management instructive.

Admiralty Island became a public forest early. When the island was established as National Forest land, in 1909, the Tongass National Forest was only two years old. The Forest Service itself had been in existence for only four years. Prior to 1909, interest in Admiralty by non-Natives had focused on the island's commercial resources. Development was unrestricted. Fish canneries, trap lines, and small mining operations were scattered over the island. The highgrading of large old growth spruce for lumber to support these activities was a common practice, particularly along the western coastline.

EARLY CONTROVERSY

The Forest Service soon established a regulatory system for many of these activities, and with this management stimulated public debate on issues which have continued to be controversial to the present. Some interest groups objected to the regulatory permit system initiated by the Forest Service, arguing that local lifestyles were unnecessarily interfered with. Others objected to the harvest of commercial saw timber allowed by the agency under special use permits; they argued that the harvest only benefited "millionaire lumber trusts of Puget Sound," and were answered by those who saw important benefits for local employment in this development.

Admiralty Island – 1909-1980

National Forest Monument Wilderness



National Forest Monument Wilderness

Congressional designation, signed by
President Carter in December, 1980.
Management: Roadless wildland values.
900,000 acres wilderness
921,000 acres monument

National Forest Monument

Proclaimed by President Carter in
December, 1978.
921,000 acres.
Management: Roadless,
with emphasis on cultural,
educational, and scientific values.

National Forest

Proclaimed by President Roosevelt
in 1909.
1,007,000 acres.
Management: Multiple uses.

During these early years, as interest in Admiralty's commercial resources grew, the first timber inventories were completed. Although several large sales were contemplated, no major timber sale was effected. First the Depression, and later, the war effort were key factors in delaying development of a commercial timber industry in Southeast Alaska. Other commercial ventures on the island prospered, however. During the 1930's, five fish canneries were in operation on Admiralty, and fox farms were scattered along the eastern coastline. Moreover, the Depression brought the Civilian Conservation Corps (CCC) to the island, and crews from Angoon and Juneau completed both the Cross-Admiralty Lakes Trail and the road from Angoon to Killisnoo. The trail system, road, and associated recreation shelters have been renovated and maintained by the modern counterpart of the CCC, the Young Adult Conservation Corps.

These facilities have provided recreational opportunities for residents and visitors to the island for several decades.

WILDLIFE DEBATES

The development of recreational facilities on Admiralty reflected increasing interest and use of Admiralty's non-commodity resources. Growing numbers of visitors focused their attention on wildlife values, particularly the brown bear, and gradually, word of these resources reached the national public. Concern was expressed -- both regionally and nationally -- that Admiralty Island's brown bears were threatened. The Forest Service and the Alaska Game Commission responded by developing a bear management plan for the island. Conservation leaders argued that the plan was inadequate, and the first proposals to designate Admiralty as a National Monument were advanced during the 1930's.

The resemblance of these early debates to more familiar, modern debates over Admiralty is astonishing. Diverse groups throughout the Nation -- among them the Sierra Club, publishers of Outdoor Life magazine, the editor of the St. Louis Star, and the New York Zoological Society -- campaigned through the early 1930's for National Monument designation. Forty years later, many of the same organizations renewed the debates.

In 1938, a Monument Proclamation was drafted for President Roosevelt. The proclamation cited a number of factors which rendered Admiralty Island suitable for Monument designation: its climax forest, brown bear population, geological features, undisturbed fauna, archaeological significance, and potential for scientific study. For the first time, the island was described as "a natural outdoor laboratory." Many local and regional voices joined in support of this cause, but the official position taken in Alaska was opposition to Monument Designation. Delegate Anthony Dimond, responding angrily in a letter to the President, asserted that "there is no more occasion to withdraw Admiralty Island into a national park or monument than there is to build a trap to capture aurora borealis."

Consideration of the Proclamation halted when opponents pointed out that Monument designation might infringe upon Native land rights. The draft proclamation was withdrawn, but many felt that some important protection had been provided through establishment of two bear refuges: Thayer Mountain (38,400 acres), and Pack Creek (13,400 acres).

Even though the proclamation had been withdrawn, opposition to Monument designation for Admiralty continued into the 1940's. Surveys by the National Park Service concluded that other Southeast Alaskan areas were more suitable for such designation. The U.S. Geological Survey argued that Admiralty's mineral resources were too valuable to be withdrawn by Monument designation. Others, in voicing their opposition to an Admiralty Monument, cited public need for Admiralty's timber, fish, agricultural potential, fur farming, trapping, and hunting resources.

MULTIPLE USE

These diverse public attitudes encouraged the development of balanced management of the island and its resources, which led to studies of Admiralty's fish and wildlife, and to completion, in 1958, of the first multiple use management plan for the island.

Timber evolved into a major industry in Southeast Alaska, and the forests of Admiralty Island became a focal point for controversy. Three major timber sales were proposed during the 1950's and 1960's; two were canceled because the companies failed to qualify, and the third was canceled by mutual agreement after lengthy litigation.

Admiralty's non-commodity resources, however, were not ignored. Between 1963 and 1972, the Admiralty Lakes Recreation Area, the Seymour Canal Eagle Management Area, and the Young Bay Experimental Forest were established.

In 1959, Alaska became the 49th State. The newly formed State began at once to respond to the needs of State residents for improved wildlife and fisheries management. No other issue was perhaps more controversial or urgent than that of regulating and rebuilding the salmon runs.

During these decades, cooperative efforts between the State and the Forest Service were essential because of interrelated resources and authorities. Since resource management usually involves reconciling competing demands, close cooperation was necessary to resolve conflicts between the State and the Forest Service, as well as between various resource users.

The Wilderness Act of 1964 drew attention to the need to preserve some of the national lands yet in a state of de facto wilderness. Early management of Admiralty Island involved the weighing of one resource against another. But with the passage of the Wilderness Act, the potential on Admiralty Island for protection of a major ecological system, entire and intact, became suddenly apparent, and present philosophy favors effective preservation of all resources.

*

*

*

Although this brief history cannot explore the concurrent development of legal action and thought which led to passage of the Alaska Native Claims Settlement Act in 1971 or the Alaska National Interest Lands Conservation Act in 1980, it should be pointed out that the collaborative relationship between Tlingit residents of Admiralty and other groups seeking protection of wilderness values was a significant element in the setting which led to wilderness designation for Admiralty. These groups recognized mutual interests in protection of the island and its resources, a perception which did not exist in the late 1930's when monument designation was first proposed. This coalition of interests -- as local as a tiny village on the edge of the island and as national as the halls of Congress -- exerted extremely powerful influence.

From this time forward, Forest Service evaluation of Admiralty's resources evolved into a critical discussion of wilderness values, conducted through planning for the Tongass Land Management Plan. Simultaneously, the future of Admiralty Island was debated by Congress, by means of proposed legislation. The Tongass Land Management Plan, completed in 1978, reflected the full range of the debate by including alternatives containing no wilderness designation to alternatives providing protection of the entire island.

MONUMENT DESIGNATION

In December of 1978, in an action challenged by the State as illegal, President Carter proclaimed Admiralty a National Monument. The Proclamation emphasized essentially the same values that the original draft Proclamation proposed 40 years earlier: recreational, wildlife, cultural, educational, scientific, and wilderness values. Even though the Alaska lands issue remained unresolved by Congress, there was need for interim management direction for Admiralty. The values cited in the Proclamation became the basis for management direction of Admiralty.

The Forest Service responded with preparation of draft Interim Guidelines the following summer. The draft document, prepared jointly for Admiralty Island and for Misty Fiords, was circulated widely, and evoked abundant and thoughtful public response. Some interest groups felt that these Interim Guidelines should be finalized. Other groups, however, believed that issues on Admiralty Island and other Alaskan lands would be resolved through legislative process. Accordingly, the draft Interim Guidelines, reflecting the Presidential Proclamation and direction of the Tongass Plan, remained the agency's statement of administrative and management policy for the island.

CONGRESSIONAL DIRECTION

On December 2, 1980, the Alaska National Interest Lands Conservation Act was signed into law by President Carter, confirming the Monument boundaries, designating most of the Monument for wilderness management, and providing legislative direction for addressing some of the major management issues on Admiralty Island.

With the passage of this legislation, the Forest Service is now able to begin the process of transforming the Interim Management Guidelines into a full-fledged Management Area Plan for the Monument.

The Guidelines reflect the specific direction provided by Congress in the Alaska Lands Act as well as the management direction of the State of Alaska, which has cooperated with the Forest Service in its preparation. Public contributions are reflected throughout the Guidelines, and public review will continue through development of the final Management Area Plan.

By the spring of 1982, the Forest Service, with the participation of the State of Alaska, will develop a comprehensive plan that will direct the management of Admiralty Island.

Decisions concerning Admiralty Island are rooted in thoughtfully considered ideas advanced over decades by legislators, interest groups, Forest Service managers, residents of Alaska, and by others throughout the Nation who recognized that Admiralty Island should be retained as a part of America's wondrous natural heritage. It is the intent of the Forest Service and the State of Alaska that these Guidelines and future management plans and activities shall provide a carefully constructed framework for the maintenance of Admiralty's wilderness values, while allowing a variety of compatible human uses.

ADMINISTRATIVE AUTHORITY
OF ADMIRALTY MONUMENT WILDERNESS
RESOURCES

The Forest Service, U. S. Department of Agriculture, is responsible for management of 1,007,000 acres of Federal public land on Admiralty Island. The 921,000 acres that constitute the National Monument Wilderness are the responsibility of a Forest Service Monument Manager, who is on the staff of the Chatham Area Forest Supervisor.

The Monument Manager, a resource assistant, a hydrologist, and an archaeologist work at the Monument Headquarters Office in Juneau. The office is shared with the Juneau Ranger District, which provides the Monument staff with access to additional skilled personnel, such as soil scientists, wildlife biologists, engineers, and others.

A Field Information Office is maintained in Angoon, where a fisheries biologist, information specialist, and a nine member Young Adult Conservation Corps team are stationed.

Key contacts for this Monument Wilderness are:

<u>AGENCY</u>	<u>RESPONSIBILITY</u>
Forest Supervisor, Chatham Area Tongass National Forest P.O. Box 1980 Sitka, Alaska 99835	Management of National Forest land in northern Southeast Alaska, of which Admiralty Island National Monument Wilderness is a part.
Admiralty Monument Manager P.O. Box 2097 Juneau, Alaska 99803	National Forest management within the Admiralty Monument Wilderness.
Admiralty Monument, Angoon Office P.O. Box 181 Angoon, Alaska 99820	Local community and visitor contacts.
Forestry Sciences Laboratory (Field Office of Pacific Northwest Experimental Station, Portland, OR.) P.O. Box 909 Juneau, Alaska 99802	Forest-related research.

Other Federal agencies having direct responsibilities related to Admiralty:

U.S. Fish and Wildlife Service
P.O. Box 1287
Juneau, Alaska 99802

Management and protection of migratory waterfowl and bald eagles, seals, and sea otters.

National Marine Fisheries Service
P.O. Box 1668
Juneau, Alaska 99802

Management and protection of marine mammals, with the exception of seals and sea otters.

The State of Alaska has a variety of responsibilities related to Admiralty:

Department of Fish and Game
Southeast Regional Office
230 So. Franklin
Juneau, Alaska 99801

Manages fish and wildlife.

Department of Public Safety,
Fish and Wildlife Protection
Pouch N
Juneau, Alaska 99811

Enforces fish and wildlife regulations set by Boards of Fish and Game.

Department of Environmental
Conservation
Pouch O
Juneau, Alaska 99811

Sets air and water quality standards and monitors for compliance.

Department of Natural Resources
Division of Forest, Land, and
Water Management
230 S. Franklin Street
Juneau, Alaska 99801

Manages State-owned lands, including tidelands, through various resource programs, such as minerals, timber, recreation, historic and prehistoric preservation.

Boards of Fisheries and Game
Support Building
Juneau, Alaska 99811

Regulates fishing, hunting, and subsistence.

PRIVATE LAND OWNERSHIP ON ADMIRALTY ISLAND

Three native corporations will receive titles to lands within the Admiralty Monument Wilderness. The management of these private lands will vary, but all offer opportunities for cooperative work between the Native landowners, the Forest Service, and the State of Alaska.

1. Shee Atika, Inc. (Sitka Urban Development Corporation) has selected approximately 23,000 acres on northwest Admiralty Island. Management plans include roads, timber harvest, aquaculture, and developed recreations. Sealaska (Southeast Regional Native Corporation) will hold subsurface rights to these lands.

2. Kootznoowoo, Inc. (Angoon Village Native Corporation) will receive title to approximately 1,800 acres adjacent to Angoon. These lands will be available for community expansion, aquaculture, and a variety of other developments.

In addition, Kootznoowoo has selected approximately 1,300 acres in the Mitchell Bay area consisting of land from mean high tide to 660 feet inland. This strip of land along the shore would carry the following ownership stipulations to protect both the rights of Kootznoowoo and wilderness values: no commercial logging, provision for public access, no development except that which is authorized by the Secretary of Agriculture as being consistent with the management of the Monument. As part of this selection, Kootznoowoo will receive title to approximately 21,400 acres on Prince of Wales Island, where management emphasis would most likely be on timber harvest and aquaculture development.

3. Sealaska, Inc. (Southeast Regional Native Corporation) has selected approximately 95 acres distributed over five significant historic sites, in addition to the title of subsurface resources on Shee Atika and Kootznoowoo land. These sites will be managed by Sealaska to protect their cultural and historic values.

Patented Land Some 1380 acres of National Forest land have, over the years, been patented as private land. These old mining claims, cannery sites, and homesteads will enjoy the full rights of private land. Acquisition, if any, will be on a voluntary basis using purchase or exchange authority.

PRIME MANAGEMENT CONSIDERATIONS FOR ADMIRALTY ISLAND
NATIONAL MONUMENT WILDERNESS

The primary management direction for Admiralty Island derives from two specific sources:

- 1) The Alaska National Interest Lands Conservation Act of 1980, which identifies specific provisions of wilderness and monument management.
- 2) The Wilderness Act of 1964, which directs the overall wilderness management.

These Acts provide the basis upon which broad Forest Service and State administrative policy will be developed.

Management choices remain which the Forest Service and State are developing according to public issues and concerns. These issues, and their resolution, will become a third source of administrative policy for the Monument.

The primary management desires of the State are to maintain and enhance the native fisheries and wildlife resources of Admiralty Island, and to provide for a wide variety of human uses of these resources. Concurrently, the State advocates a cautious and conservative approach to the expansion of existing facilities and uses, and desires substantial and meaningful local public involvement in planning development activities.

The Forest Service and the State of Alaska, working with the public and with other agencies, have identified several public issues among the prime management considerations. We now offer the opportunity to expand or modify these issues, and further, invite discussion of additional issues which may not be identified in this document.

Two types of issues have been identified: those related to resource values within the Monument Wilderness (fisheries, minerals, recreation, cultural resources, and wildlife) and those related to land use (public use, subsistence, and scientific).

ISSUES AND OPPORTUNITIES

-- A SUMMARY --

Resource Value Issues --

Fisheries --

1. How to maintain the quality cutthroat fishery on Admiralty Island.
2. How to enhance fish production while maintaining wilderness values.

Minerals --

1. How to accommodate legitimate mining activities while minimizing impacts on wilderness values.

Cultural Resources --

1. How to prevent the despoliation of cultural resource sites without unduly restricting public access to Admiralty Island.

Wildlife --

1. How to provide for a variety of human uses while minimizing impacts on wildlife.
2. How to resolve conflicts between various wildlife users and user groups.
3. How to manage visitors and bears for their mutual safety.

Land Use Issues --

Wilderness Recreation --

1. How to resolve such concerns as level of use, facility development, and access considerations. Should all areas be managed for the same level of use, facilities and motorized access, or should some areas be without cabins, trails, etc.?
2. How to manage public recreation in the Florence, Kathleen, and Peanut Lakes area, which are surrounded by private land.

Scientific --

1. How to undertake research activities associated with cultural resources and natural science while maintaining wilderness values.

Subsistence --

1. How to facilitate legitimate subsistence use of Admiralty's resources, while maintaining appropriate stewardship of the island's fish and wildlife.
2. How to reconcile subsistence use with anticipated competing use of the same resources.
3. How to bring Federal and State regulations into accord with appropriate, established subsistence use.

Community Well-Being -- Opportunities for Benefits:

1. For the community of Angoon.
2. For Juneau, Petersburg, Kake, Hoonah, and other communities.

*

*

*

In the sections to follow, the background of each management consideration is briefly summarized. Each issue -- essentially a problem to be solved -- is stated and elaborated. The management intent of the Forest Service and/or State is outlined next, and is followed by a description of the programs proposed to resolve the issue.



Wheeler Creek, Hawk Inlet.

Background --

FISHERIES

The streams and lakes of Admiralty Island, while not the highest-producing waters of northern Southeast Alaska, make important contributions to the region's sport, commercial, and subsistence fisheries. Coho, kokanee/sockeye, chum, pink, and king (chinook) salmon have been identified in Admiralty waters, as well as cutthroat, Dolly Varden, and rainbow/steelhead trout. Salmon play a key role in Admiralty's complex wildlife ecosystem.

Sixty-eight Admiralty Island streams are listed in the Alaska Department of Fish and Game's Catalog of Waters Important for Spawning and Migration of Anadromous Fish. These streams contain 142 miles of suitable spawning gravel. The Forest Service has identified a total of 147 salmon streams on the island. The streams, with their numerous side channels and quiet runs, provide good habitat for rearing coho salmon, and supporting the several trout species. The 13,000 surface acres of lakes associated with these streams provide additional important fisheries habitat. Most stream and lake habitats remain unaltered by human activity.

A feature unique to Admiralty Island is the chinook salmon run on the King Salmon River. While a small run -- the largest observed escapement, in 1973, was 211 large chinook -- it is presently the only known self-sustaining run of chinook salmon on Admiralty or any other island in Southeast Alaska. King Salmon River chinook salmon enter freshwater in a nearly ripe condition, and most of the fish spawn within two weeks. The only intertidal spawning of chinook ever observed in Southeast Alaska occurred within this system. This run is protected primarily to maintain its viability, but also to sustain its capability for supplying donor stock for further fishery development. Collection of chinook eggs from the King Salmon River are governed by a rigid schedule established by the Alaska Department of Fish and Game.

Issue 1. Protect and maintain the Admiralty Island cutthroat fishery in a manner which will assure a quality fishing experience.

The size and abundance of the trout available in Admiralty's waters is what has provided a quality experience to sports fishermen. Fishermen contend that a marked reduction in the catch of older, larger, cutthroat trout has occurred during the last five years.

Management Intent, Alaska Department of Fish and Game: Manage the cutthroat fishery as a quality sports fishery. Strive for optimum rather than maximum sustained yield. Anadromous and resident stocks of cutthroat may require different management strategies to maintain the quality of the fishery.

Programs, Alaska Department of Fish and Game:

Continue current regulation of the cutthroat fishery until such time as information is available to indicate need for change.

Initiate studies aimed at determining a level of harvest compatible with the continued existence of a quality sport fishery. If overharvest is occurring, recommend changes in regulations governing gear and limits.

Programs, Forest Service:

Review new and existing outfitter guide permits with Alaska Department of Fish and Game for possible impacts on the fishery. Where necessary, redirect applicants to other locations.

* * *

Issue 2. Enhancement of fish production while maintaining wilderness values.

The salmon fishery is allocated to a number of user groups which are constantly struggling for higher allocations. Fish production and enhancement efforts can contribute to these allocations, but limits to these efforts are necessary in order to protect wilderness values.

Management Intent, Alaska Department of Fish and Game and Forest Service: Manage the fisheries with primary emphasis on maintaining the integrity and viability of natural stocks. Only structures or facilities which blend with the natural surroundings will be permitted. Changes in fish population structures or gene pools will not be permitted until the completion of a more comprehensive plan, which will assess the effects of such changes.

Programs, Alaska Department of Fish and Game:

Review Admiralty lake stocking program for consistency with Management Intent.

Programs, Forest Service:

Evaluate streams within previously disturbed areas and assess 1) the need for stream rehabilitation, or 2) opportunities for enhancement. With full consultation with Alaska Department of Fish and Game, carry out projects as identified.

* * *

MINERALS

Background --

Early mineral activity on Admiralty Island was limited to coal mining near the turn of the century, and gold mining prior to 1941. Since 1970, discoveries have resulted in the filing of significant groups of claims near Greens Creek, in the Lake Kathleen area, and in Pybus Bay.

The 1978 Admiralty Monument Proclamation and the Alaska Lands Act limit mineral activity on Monument land to claims determined valid as of November 1978, and to adjacent claims within 3/4 of a mile.

At present, seven of the Greens Creek Noranda claims have been determined to be valid. These claims, containing gold, silver, copper, lead, and zinc, are within the Monument but not in the Wilderness. The Forest Service is anticipating that in early 1981, Noranda Exploration Co. will propose a 20-year mining, milling, and access plan.

Anaconda Copper Company has three valid claims above Lake Kathleen. These claims are in early stages of development.

General Crude Oil Company holds over 500 claims in Pybus Bay. At present, no request has been made for determination of validity of any of these claims.

Issue 1. Accommodation of mining, milling, and access associated with valid claims, while maintaining the wildland character of the Monument and Wilderness.

Management Intent, Forest Service: Mineral development of valid claims will be designed to create the least visual and environmental disturbance within the limits of economic and technical feasibility. After mining activities are completed, the site shall be returned, as nearly as possible, to its natural condition.

Program, Forest Service:

Develop management alternatives for mineral proposals, including evaluation of access by traditional roading methods, aerial tram and helicopter, using a full complement of resource specialists.

*

*

*

Issue 2. Mining activities could adversely effect water quality through increased sedimentation, or altered water chemistry. Little is known about the effects of heavy metals on fresh and salt water organisms in Southeast Alaska.

Management Intent, Forest Service: The Forest Service will consult the Alaska Department of Environmental Conservation (DEC) in setting water monitoring standards. All fresh water within the Monument and receiving saltwater are classified by DEC into a "C" category. This classification preserves the water quality to a standard sufficient for growth and propagation of fish, shellfish, other aquatic life, and wildlife including waterfowl and furbearers. The Forest Service will require operators to adhere to water quality standards as established by DEC.

Programs, Forest Service:

The comprehensive water quality monitoring program will be continued on the Noranda claims. A monitoring program will be developed for the Anaconda claims consistent with their planned activities. Both programs are subject to modification as the situation at either claim changes.

The Forest Service will pursue, with the State of Alaska, other agencies, and industry, the feasibility and funding of developing a study that will increase our knowledge of the effects of heavy metals on fresh and salt water organisms.

*

*

*

CULTURAL RESOURCES

Background --

Vivid reminders of past human activities are still visible on Admiralty Island. Smokehouses, cabins, and canneries give the visitor clues to a recent segment of the island's past. Our knowledge of the earlier history of cultural activity is still incomplete, but it is known that many generations of Tlingit Indians and earlier prehistoric people used the land and its resources for sustenance. Undoubtedly, future studies will add more archaeological sites to those now identified.

But cultural resources imply more than artifacts, physical structures, and altered vegetation. The continuing presence of Tlingit Indians who live on, and use Admiralty Island in traditional ways contributes to an understanding of how they adapted to and utilized their environment. The persistence of these traditions adds a special dimension to the non-Native experience of Tlingit culture.

Cultural resources deserve special attention because they are related to three values for which the Monument was created: scientific, cultural, and educational values. Admiralty's scientific values are apparent in the rich potential for archaeological sites to yield data important to undocumented aspects of Tlingit life, and to prehistoric aboriginal occupation. Evidence of non-Native culture, of fishing, mining, and canning industries, and reminders of the individual pioneers, trappers, and homesteaders who explored Admiralty provide visitors with a more immediate link to the past. Admiralty Island is blessed with a diversity of cultural resources, and in the future we hope to emphasize the educational values of these cultural resources by making historical and cultural information readily accessible to the public.

Issue 1. Artifacts, cultural sites, and other evidence of our heritage are being destroyed out of inadvertance, curiosity, or greed. Removal or destruction of recent, historic, or prehistoric materials is prohibited by State and federal law.

Management Intent, Forest Service: Education of the public will be affected by increasing awareness and appreciation of cultural resources without disclosing sensitive site-specific information.

Program, Forest Service:

An effective law enforcement program will be instituted. Rapid, decisive action will be taken against vandals. The public will be encouraged to report vandalism through an established system. This issue will be considered a key issue in the Management Area Plan, and specific objectives which might include informative brochures and development of visitor information programs in Angoon and Juneau will be planned.

Opportunity:

During the process of formulating these guidelines, Sealaska (Southeast Regional Native Corporation) provided the Forest Service with a position statement which identifies their concerns with the development of a comprehensive cultural resource management program. We are grateful for Sealaska's contribution, and include their position statement in its entirety:

SEALASKA CORPORATION COMMENTS ON INTERIM GUIDELINES FOR ADMIRALTY ISLAND NATIONAL MONUMENT

Sealaska Corporation has a strong interest in protecting the Native cultural historic sites and cemeteries throughout Southeastern Alaska. The corporation has expended considerable effort and funds to identify these sites. Sealaska Corporation, with its consultants, Wilsey & Ham, Inc., Seattle, Washington, in a company publication entitled, Native Cemetery and Historic Sites of Southeast Alaska (preliminary report, October 1975) identified 1,060 sites resulting in 387 verified historic areas. Of these, 152 are or appear to have been permanent villages and ninety were seasonal villages or camps. Twenty-five forts were identified, along with 114 burial areas, including special interment sites of the shaman or Indian doctor.

Pictographs and petroglyphs were located in thirty-six areas, and fifty-three sites contained two or more varieties of the above. Of these identified sites, Sealaska Corporation, in accordance with the Alaska Native Claims Settlement Act provision 14(h)(1) has selected 116 sites for conveyance of fee title by the government to the corporation. Currently, the U.S. Park Service is undertaking verification and the Bureau of Indian Affairs is certifying the existence of these sites. The BLM should convey all of these sites by the end of 1984. As a part of the land use planning process, Sealaska Corporation is undertaking a draft management plan, which will further inventory the resources at these sites, outline draft management and protection plans, and determine future development, if any.

During the survey of Native cemeteries and historic sites of Southeastern Alaska, Sealaska Corporation identified twenty-nine historic locations consisting of village sites, burial grounds, forts, seasonal villages, pictograph sites and a myth site. Of these identified historic sites and cemeteries, Sealaska Corporation has filed for the selection and conveyance of five locations. These are as follow: Young Bay Village, Chaik Bay Village, Village Point Village, Whitewater Bay Fort, and the Chatham Strait Pictograph. Conveyance of these sites is expected within the next several years.

Sealaska Corporation undertook its "historic sites project" in a very cautious, respectful and careful manner. In the conclusions and recommendations of the study is noted "the fact that the 387 confirmed sites include twenty-three that were discovered by chance encounters in the field either through new informants who happen to report a site or by the chance discovery of likely-looking areas which were confirmed through further field investigation. This suggests that there is a high probability that many other forgotten historic areas may yet be located in S.E. Alaska." Additionally, in the study related to these lost sites is a conclusion difficult to acknowledge but which became unmistakably clear through the

interview and field investigation process: the old Tlingit and Haida culture has vanished. Some elder people seem to recall certain elements of the past, a few seem to recall a great deal. But, probably no single person knows the bulk of it anymore. As one succinct informant expressed it to the interview team, "you are too late. It's gone now." As a cohesive and separate society, this is undoubtedly true. However, many elements or pieces and parts of the past can still be found in a live or visible state. For example, many Native people, especially elders, fully appreciate their born tribal or lineage affiliations, crests (Raven, Eagle, Wolf, etc.), real or legendary origin, and the events associated with their past. Traditional myths and legends are well remembered and readily related by many older people, some of whom are also happy to sing traditional Native songs and to show valued ceremonial artifacts such as blankets and crest hats. At the same time, a few others are hesitant if not adamantly opposed to singing tribal songs or showing artifacts. This appears to stem from a number of reasons, among them a resentful suspicion that people making tape recordings or taking photographs may somehow earn money from them. Also, traditional Tlingit and Haida protocol often demands that payment be made for the public show of certain artifacts and for the singing of songs and other displays of a ceremonially related nature. Reluctance, unwillingness, or simple ignorance of this on the part of the would-be observer can have negative results.

Further, the Sealaska study found that: "although legally protected by State and Federal antiquities acts almost all old village and cemetery sites were found to have been extensively damaged by trespassers. This naturally raises the problem of how to protect widely separated and remote historic sites, especially following any contemplated general publication of their whereabouts."

With regard to the specific task before us, the drafting of Interim Management Guidelines for the Admiralty Island National Monument, Sealaska Corporation on behalf of its shareholders would like to make these observations and comments:

Tlingit-Haida people remain a living society with a strong attachment and cultural ownership of their cultural heritage, history and historic places and cemeteries. The Alaska Native Claims Settlement Act PL 92-203, dated December 18, 1971, as amended specifically states "no provision of this act shall replace or diminish any right, privilege, or obligation of Natives as citizens of the United States or of Alaska, or relieve, replace, or diminish any obligation of the United States or the State of Alaska to protect and promote the rights or welfare of Natives as citizens of the United States or of Alaska . . ." With respect to historic sites and places, not owned by Native corporations, this provision is interpreted by Alaska Natives so as to recognize the valuable cultural heritage, cultural ownership and ongoing influence of Alaska Natives as a people within the overall society. In consideration of this role and stature in the community, it is felt imperative that proper leadership and participation by Tlingit-Haidas in the Southeastern Alaska region be maintained in the formulation of any plans for the inventory, management, protection or development, if any, of any and all historic sites and places currently identified or found in the future. Until definitive guidelines for advisory groups, planning guidelines, protection plans, inventory and excavation procedures, protections in the form of copyrights, proper credit and repositories are all formulated, it is felt that no action by the government should proceed.

Lastly, it is noted that not all of the historic properties located throughout the region will be chosen for ownership and management by Sealaska Corporation pursuant to the Alaska Native Claims Settlement Act. Rather, many may remain under jurisdiction of the U.S. Forest Service, National Park Service, or other federal agencies. It is hoped that with a cautious, respectful and careful approach toward these cultural assets by all parties that in time these efforts will lead the way in the protection and safe-guarding of all significant sites for the investigation by qualified archaeologists and for education and cultural edification of Native and non-Native observers living both within the region and outside. As the President of Sealaska stated early in the corporation's own efforts to identify historic sites and cemeteries: "this will allow us to preserve those places which are important to our past culture and traditions, so we, as well as future generations, may know and understand ourselves."

Management Intent, Forest Service: Because of the immediate need for cultural resource information for a variety of development proposals and for areas of heavy use, the Forest Service will put high priority on efforts to identify and protect cultural resources in these areas. Concurrently, the Forest Service will work with the Natives to meet the intent of the proposed advisory group. Provision will be made for curation of material cultural remains in an appropriate institution as near as possible to the area from which remains are recovered.

Programs, Forest Service:

Prepare a cultural resource overview which synthesizes information on cultural resources, provides direction for management decisions, and gives researchers a convenient summary of current knowledge.

Provide information to Noranda, and furnish similar evaluations to principals of any other proposed developments.

Carry out a comprehensive cultural resource inventory of the Admiralty Lakes system, including Mitchell Bay, and Kootznahoo Inlet, areas subject to heavy recreational use.

Explore cooperative planning with Kootznoowoo Inc., and nominate cultural sites to the National Register of Historic Places.

Retrieve information from sites in immediate danger of deterioration due to natural processes.

Work with an advisory committee of Native people on cultural resource policies and protection plans.

Inventory and evaluate sites protected by American Indian Religious Freedom Act, and review all Forest Service activities which might affect sacred sites.

Work with Sealaska on interim management of historic and prehistoric Native cultural sites before they are formally conveyed to Sealaska.

Obtain advice from all Tlingit groups who claim ties to Admiralty Island in the designation of a suitable repository for Native artifacts collected from Federal land.

Provide assistance to City of Angoon in planning the Angoon cultural center.

*

*

*



Brown bear.

WILDLIFE

Background --

The wildlife of Admiralty was one of the major factors leading to the designation of the island as a National Monument and Wilderness, and today is one of the principal features which attracts visitors to the island.

Admiralty is representative of the northern Southeast Alaska island group, which possesses significant populations of a variety of wildlife. Admiralty, however, is distinguished by an extraordinary measure of undisturbed habitats, a distinction which will become ever more valuable as increased developmental activities occur, particularly high volume logging on public and private lands on adjacent islands. The continued presence of suitable habitat is the prime requisite for the maintenance of healthy wildlife populations. Human use of this habitat must be compatible with wildlife values.

Those species of Admiralty's wildlife of greatest interest to man include brown bears, Sitka black-tailed deer, bald eagles, waterfowl, and furbearers. It is the mutual goal of the State of Alaska and the U. S. Forest Service to maintain Admiralty's wildlife populations at levels commensurate with the habitat in which they occur and to provide for a variety of human uses. It is recognized that wildlife populations in Southeastern Alaska fluctuate naturally over time in response to climatic conditions and changes in habitat.

Issue 1: Brown bears and humans - The presence of wild brown bears, unaccustomed to humans, is a keystone in the wilderness value of Admiralty. The element of danger provided by the presence of bears enhances the wilderness experience of visitors but at the same time introduces a potential threat to human safety. In some situations, bears lose their natural wariness, and visitors may be unfamiliar with precautions necessary to reduce bear/human conflicts. A bear-human confrontation is a real possibility when humans are in areas inhabited by bears.

Management Intent, Forest Service and Alaska Department of Fish and Game:
Maintain the bear population at a healthy level as measured by no significant alteration of historic bear harvest parameters. Maintain the current "wild" behavior patterns of Admiralty bears. Encourage human behaviors which will minimize the potential for bear/human confrontations. Ensure that developments and ongoing activities are designed and managed so as to minimize the potential for becoming attractive nuisances to brown bears.

Inasmuch as most bears become "problem bears" as a result of improper waste disposal, the U.S. Forest Service and the State of Alaska will exercise their various authorities to reduce or eliminate those sources of potential problems.

Programs, Alaska Department of Fish and Game:

The Forest Service and the State of Alaska will cooperatively address any bear problems. The lead agency will vary depending on circumstances. Destruction of the offending bear is viewed as a last resort. Relocating bears is not a viable option in dealing with individual problem bears because of their homing patterns and because undesirable behavior patterns generally continue, wherever the bear may be. State regulations provide for the taking of game "in defense of life or property" by any person. Individual problem bears may be sought out and shot by State or Federal personnel.

Program, Forest Service:

The Forest Service will offer to visitors, prior to their visit to Admiralty, recommended precautions to protect themselves and the bears. The Forest Service will also offer, in Juneau and Angoon, interpretive programs on visitor precautions recommended in bear country.

*

*

*



Bear wading Pack Creek, Seymour Canal.

Issue 2: Pack Creek Management Area offers an opportunity for visitors to readily see and photograph wild Alaskan brown bears. As demonstrated by the State's management of the McNeil River State Game Sanctuary, visitor use and activity patterns can significantly alter bear use and activity and expose visitors to varying levels of personal danger. At present, no visitor management program is established for Pack Creek.

Management Intent, Forest Service and Alaska Department of Fish and Game: Allow the optimum number of visitors to Pack Creek to provide for the safety and well being of both visitors and bears.

Programs, Forest Service and Alaska Department of Fish and Game:

Develop a detailed draft management plan for Pack Creek, by spring of 1982, which defines the desired level and type of human activities, and describes facilities and management activities. The Forest Service will station a wilderness guard at Pack Creek during the summer of 1981 to observe and record visitations and human-bear interactions.

*

*

*

Issue 3: Conflicts may arise between various uses and user groups in relation to wildlife. Many animals, such as brown bears, Sitka black-tail deer, and furbearers, have high values to diverse groups and individuals. Perceived and real conflicts may arise between consumptive and nonconsumptive uses, and between local and nonlocal users.

Management Intent, Forest Service and Alaska Department of Fish and Game: It is the intent of the Forest Service and the State of Alaska to address use conflicts primarily through the State's wildlife regulatory process. Current regulatory and management authorities provide ongoing forums for the resolution of conflicts inherent in this issue. One of the primary functions of the Alaska Board of Game is to provide for the equitable allocation of surplus game among various uses and user groups. The Board's regulatory process involves individuals, local Advisory Committees, agencies, and interested groups in the drafting, review, and adoption of game regulations. The U. S. Forest Service, as landowner, may also implement management options to control human activities and reduce real conflicts. The Forest Service recognizes the authority of the Boards of Fisheries and Game to regulate the taking of wildlife, including subsistence harvest as described in the Alaska National Interest Lands Conservation Act.

It is the intent of the State and the Forest Service to adopt a cautious and conservative approach to attracting visitors to Admiralty. The State and Forest Service agree that uncontrolled expansion would pose a profound threat to the maintenance of Admiralty's wildlife and wilderness values, particularly in the Pack Creek area. However, specific visitor management options will be presented in detail for public comment and appraisal during the planning process for Admiralty.

Programs, Forest Service:

The Forest Service will work cooperatively with the Boards regarding regulations for the use of Admiralty's wildlife by such means as proposing and commenting on regulations for the area.

Management Intent, Alaska Department of Fish and Game: The State recognizes the prerogatives of the Forest Service as land manager, and encourages the resolution of real conflicts through time zoning wherever possible.

Programs, Alaska Department of Fish and Game:

The State will work cooperatively with the Forest Service in planning and management activities designed to resolve conflicts between uses and user groups, using the forthcoming planning process as a forum for further issue identification and resolution.

*

*

*



End of Portage! Beaver Lake, Cross-Admiralty Canoe Route.

RECREATION

Background --

In recent years, the recreational values of Admiralty have acquired an international reputation.

The Admiralty Lakes Recreation Area, designated in 1965, represents an early recognition of the potential recreation use of Admiralty Island. Today, the lakes region and nearby Mitchell Bay attract approximately 500 visitors annually. The majority of this recreational use occurs within the Monument Wilderness. Developed recreational facilities within the wilderness consist of 7 trail cabins, 12 public recreation cabins, 25 miles of trail, 20 private recreation and hunting cabins, and the commercial Thayer Lake Lodge. Access to Admiralty is especially easy by plane and handpowered or engine powered boats. Recreational use of the developed cabins has remained fairly constant during the past five years.

Use of the Cross Admiralty Canoe Route has at least doubled since the trail portion was reconstructed in 1979. Use of shore areas by canoeists, kayakers, and wheeled airplanes has increased within recent years. Exact numbers are not known, but observations and public inquiries indicate a substantial recent increase.

Total recreation use of Admiralty Island is low in comparison with other nearby areas, such as Glacier Bay. However, it is anticipated that both the summer use and winter cross country ski use will increase significantly during the next five years.

Maintenance of quality fishing is a major aspect of recreational use on Admiralty Island.

Issue 1. What levels and types of recreational use should be allowed? To what extent should development of recreation facilities be allowed? What types of facilities are appropriate? How much, where, and what types of access should be allowed?

Management Intent, Forest Service: Provide area-specific management direction with respect to recreational use, facilities, and access. The Forest Service intends to provide as many recreational opportunities as possible without threatening other values. Maintain current and established forms of access. Resolve access concerns involved in the rebuilding of the Oliver Inlet Tramway in the newly selected State Marine Park.



Trail through bog, near Mole Harbor.

Programs, Forest Service:

Utilize information collected in the southeast portion of the Alaska Public Survey (a multi-agency household survey that addressed public use of natural resources) to identify recreation needs and opportunities which Admiralty Island can fulfill.

Identify areas which possess unusual environmental education, recreation, and scientific values.

Evaluate recreation opportunity, supply, use patterns, and demand trends.

Encourage and cooperate with recognized educational and research agencies in developing information relative to the recreation use issue.

*

*

*

Issue 2. Florence, Kathleen, and Peanut Lakes will remain in public ownership, while most of the shorelines will belong to Shee Atika Native Corporation.

The question is raised how to most effectively manage the three existing public cabins and lake surface, and to protect the rights of the private landowner while protecting the public values and access.

Management Intent, Forest Service and State of Alaska: Explore cooperative opportunities with Shee Atika in the management of this area of mixed ownership.



Trail shelter near Mole Harbor.

Programs, Forest Service:

Obtain right of ways and/or easements on Native land for public access.

In cooperation with Shee Atika, develop information that describes allowed uses and ownership of the Florence, Kathleen, and Peanut Lakes area.

*

*

*

SCIENTIFIC STUDY

Background --

The resources of Admiralty Island remain essentially unaltered, and therefore provide excellent opportunities for basic and applied research in the natural and social sciences. Research on Admiralty would be of significant value since the natural character of the island can be expected to persist because of Monument Wilderness designation.

Factors which enhance Admiralty's value for scientific research include the following:

1) The island represents a geological and biological cross-section of the islands of northern Southeast Alaska, and can therefore serve as an experimental "control." The effects of human disturbance on such resources as old growth forests, soils, wildlife, and fisheries in other parts of Southeast Alaska can be assessed by comparison with the similar undisturbed resources of Admiralty Island.

2) Many questions about the cultural history of Southeast Alaska remain unanswered. Admiralty's protected status provides an opportunity to trace and study its early occupation, without threat of losing study sites through disturbances generated by development activities.

Issue 1. Research activities and their associated facilities are essential if the intent of this Monument Wilderness designation is to be met, yet such activities and/or facilities may conflict with other uses.

Management Intent, Forest Service: Recognize the scientific emphasis of Monument and Wilderness designation. Encourage, and when possible, facilitate development of research support facilities. Encourage those studies which are of priority interest to management of Admiralty and Southeast Alaska.

Programs, Forest Service:

Identify potential conflicts between research activities and other uses. Determine, in cooperation with other State and Federal agencies, appropriate subjects for studies, the priority of such studies, and decide which agencies will be responsible for the research.

When possible, provide administrative, facility, and/or logistic support to priority research efforts.

Maintain existing cabins at Hood Bay and Sore Finger for research purposes.

*

*

*

SUBSISTENCE

Background --

The use of wild resources as the basis of community livelihood in Southeast Alaska has roots in prehistory. Proximity to reliably occurring fish, game, and other resources determined many of the sites of existing Southeast Alaska villages and towns.

Reliance on subsistence activity and products continues in the 1980's, even as various forms of industrial development occur. Subsistence activities continue to bind families and communities together, reinforcing social solidarity and cultural identity. Subsistence products help to offset the vagaries of economic markets, particularly the rising cost of energy, by providing a certain amount of labor-intensive nutritional self-sufficiency. Thus, subsistence and industrial activity may be considered complementary economic activities.

The village of Angoon, located within the Admiralty Island National Monument, remains highly dependent on a range of subsistence activities. Residents of other nearby communities may also make subsistence use of fish and wildlife resources within the Monument.

Statutory and regulatory protections for the continuation of subsistence uses of fish and wildlife appear in State law and in the actions of the State Boards of Fisheries and Game. These regulations are specific to particular species, areas, times, and methods and means. Regulations are based on the best information available to the Boards, as presented by the Alaska Department of Fish and Game and members of the public. The provision of adequate information is critical in making appropriate decisions. Adequate information is probably lacking at this time; careful and thorough research will be required to protect those values mandated in State law and implied in the Monument Proclamation.

The subsistence use of wood for house logs, home heating, smokehouses, and trolling poles has not been an issue. These uses will continue under Forest Service authority.

Issue 1: Local subsistence users of fish and wildlife express frustration with regulations and permitting procedures which they perceive as unnecessarily cumbersome and restrictive to their direct and traditional access to wild resources. Resource managers, in turn, are concerned about protecting highly vulnerable resources from increasing commercial, recreational, and subsistence harvest. The State Boards are concerned about the quality and adequacy of the biological and socioeconomic information upon which their decisions must be made (reference: Subsistence: A Position Paper, ADF&G, November 24, 1980).

Management Intent, Alaska Department of Fish and Game: The State of Alaska is charged with the management and conservation of Alaska's fish and game resources on the sustained yield principle, and provision of a priority for subsistence use among other beneficial consumptive uses when a harvestable surplus exists. Alaska Department of Fish and Game will continue and expand portions of its biological and socioeconomic research programs as necessary to meet the information needs of the Boards.

Programs, Alaska Department of Fish and Game:

The Subsistence Division of Alaska Department of Fish and Game will institute FY82 projects to expand the existing socioeconomic and sociocultural data base and provide means for its dissemination.

In addition, it is expected that increased participation of the public through local Fish and Game Advisory Committees and Regional Councils will improve the information base upon which the State Boards determine appropriate regulations.

Management Intent, Forest Service: The Forest Service recognizes the Alaska Department of Fish and Game as the lead agency with respect to subsistence of fish and game. The passage of Alaska National Interest Lands Conservation Act reaffirms this role based on State responsiveness to subsistence needs.

Programs, Forest Service:

Subsistence information collected by the Forest Service will be made available to the State.

The Forest Service will explore the possibility of operating a joint Forest Service and Alaska Department of Fish and Game information office in Angoon to increase service to the community.

*

*

*



Mitchell Bay.

Issue 2: Some areas of Admiralty Island sustain uses that currently compete with subsistence opportunity or may do so in the foreseeable future. For example, Kootznahoo Inlet-Kanalku-Favorite-Mitchell Bays are areas of high recreational values and have significant subsistence and cultural values for the people of Angoon. Competition for animals and fish between subsistence and sport users is direct, as is competition for campsites and anchorages.

Noranda's mineral development may displace subsistence use in the area of Hawk Inlet, due to the mining facilities and the presence of a sizable labor force. Noranda's employees will probably hunt and fish in areas which have experienced relatively little such activity in the recent past. Shee Atika and other lands, when developed, may further displace some current subsistence use as well as increase competition for available deer through increased human use. Development activities, as well as increased use of the island by recreationists are examples of types of Forest Service sponsored activities which affect subsistence use.

Management Intent, Forest Service: Subsistence issues will be important factors in determining how and where development and uses will occur in the Monument Wilderness.

Programs, Forest Service:

Local people will be encouraged to provide information on subsistence in areas under question.

Through public involvement, individuals and groups will be encouraged to comment on proposed Forest Service activities. The Forest Service will seek measures designed to mitigate adverse effects on subsistence users.

The Forest Service will pursue, as directed in Alaska National Interest Lands Conservation Act, the opportunity for cooperative management of the Kootznahoo Inlet-Mitchell Bay area with Kootznoowoo, Inc. village native corporation of Angoon.

*

*

*



Chaik Bay.

Issue 3: Existing regulations do not appear to make appropriate allowances for subsistence use. No provisions for harvesting of deer for subsistence purposes are now in effect; seasons are long and bag limits are liberal. As logging on both private and public lands in Southeast Alaska increases, hunting pressure on Admiralty Island is expected to increase. In the future, actual subsistence use of deer may require consideration.

For the many Angoon residents who do not sport fish, king salmon can be used for subsistence only if they are withheld from the commercial catch. Families with boats usually have only one boat, generally a handtroll vessel, and sport fishing from a hand-troll licensed vessel has been illegal. Under current Board of Fisheries regulations, king salmon subsistence permits are prohibited in Southeast Alaska. Yet many rural residents depend on king salmon for home use.

Until recently, similar constraints applied to the legal take of coho salmon. An unpermitted subsistence harvest has occurred for years in the Salt Lake area. 1981 subsistence fishing regulations, however, now provide for a coho harvest for Angoon residents. This decision was based on the availability of new information presented to the Board of Fisheries.

Management Intent, Alaska Department of Fish and Game: Recommendations to the Boards of Fisheries and Game will be based on the most current and reliable information.

Program, Alaska Department of Fish and Game:

The resource specialist assigned by the Subsistence Division of Alaska Department of Fish and Game in early FY81 will collect information documenting actual subsistence use of the particular species utilized. The information will be presented to the Boards of Fisheries and Game, who will assess the biological and socioeconomic situations. The subsistence priority might be expressed as longer seasons, staggered seasons, greater harvest limits, protected areas, particular stocks, altered methods and means, decreased competition, specific allocations, or more local permitting.

*

*

*

COMMUNITY WELL BEING

Background --

Management of Admiralty Island has potential effects on a number of communities and user groups in Southeast Alaska. The management of natural resources is but one variable among many that effect the character and destiny of communities. It is, nevertheless, extremely important to identify and weigh those social and economic impacts upon communities which result from land and resource decisions. Those communities most directly affected by Admiralty management are described below:

Angoon

Located on southwest Admiralty, Angoon is a Tlingit Indian village of 500 residents. Because of Angoon's location, because of the concentrated use of Admiralty's resources by its residents, and because Native residents trace their cultural ties with Admiralty over many generations, this community is most intensely affected by management of the island.

Angoon relies substantially on subsistence to compensate for a high rate of unemployment (20%) and a very low per capita income (\$6,000). Employment in the village is maintained largely through subsidized employment programs. The Forest Service has become a significant employer in the community by opening an office and hiring local people, in addition to maintaining Young Adult Conservation Corps (YACC) crew in Angoon.

Thus, for both cultural and economic reasons, Angoon seeks to maintain its Tlingit identity and to keep intact its subsistence orientation.

Juneau

The Alaskan capital (population 24,000) is located on the mainland, five miles from the northern tip of Admiralty. Residents use Admiralty extensively for recreation and for hunting and fishing. An urban community, Juneau is an economically and socially diverse city with relatively little subsistence dependency on Admiralty. Nevertheless, because Juneau's population includes a number of interest groups, and because use of Admiralty is well-established among a number of residents, interest in management of the Monument is high.

Petersburg

This community of 2,800 residents is located on Mitkof Island, slightly over 50 miles south of Admiralty Island. The community economy is based upon fishing and seafood processing and upon timber harvest and processing. Residents of Petersburg use the southern portion of Admiralty, and the Seymour Canal area, for recreation and for hunting and fishing. Tlingit Native residents of Petersburg (approximately 15 percent of the population) have traditional subsistence ties to Admiralty, and continue to hunt and fish on the southern portion of the island.

Kake

This community of 550 residents (90 percent Tlingit Native) is located on Kupreanof Island, approximately 20 miles south of Admiralty Island. Residents have strong traditional ties to Admiralty, and continue to use the southern portion extensively for hunting and fishing. While the community has an economic base of both fishing and timber (and processing of both resources), the cultural significance of subsistence practices on Admiralty remains very high and the economic importance of subsistence is evident. Closure of deer hunting near the communities of Kake and Petersburg have resulted in the increased use of southern Admiralty for subsistence and sport hunting.

Hoonah

Located 25 miles to the west of Admiralty, on Chichagof Island, Hoonah is a predominantly Tlingit Native village of almost 900 residents. Through commercial fishing restrictions, the community has suffered severe economic depression and unemployment during recent years, but anticipates economic benefit through future National Forest and Native village timber harvest on northeast Chichagof. Hoonah's strongest cultural associations are on Chichagof, extending westward toward Idaho Inlet and Mud Bay. Current recreation, sport, and subsistence hunting and fishing are concentrated, similarly, in Icy Straits. However, there is some traditional and continuing association with northern and western Admiralty Island.

Other Communities

Because of its marine orientation, Southeast Alaska is utilized in its entirety by recreational boaters and commercial fishermen. Individual residents of most communities are among those who use and enjoy Admiralty. In addition, the numerous public recreation cabins maintained by the Forest Service on Admiralty Island are used by residents of Alaska as well as visitors from the continental United States.

Responsibility

The State of Alaska, through a variety of programs and legislative direction, provides health, social assistance, and support to Angoon and other communities. The State has developed a Forest Assistance Program to aid private landowners with a variety of resource problems and opportunities.

The Forest Service is similarly directed to assist private landowners in resource management. The Forest Service must identify and assess the social and economic impact of resource decisions on the communities. The National Monument designation directs special attention to the cultural (including subsistence) needs of Angoon.

Opportunity 1 The management of Admiralty Island National Monument Wilderness can help Angoon and other communities with close ties to the island to achieve their goals.

Management Intent, Forest Service: Work closely with the leaders and residents of these communities in developing the Admiralty Island Management Area Plan. Consideration of community needs will be a factor in the ongoing management of Admiralty Island National Monument Wilderness.

Programs, Forest Service:

Continue to involve the Angoon Monument Advisory Committee, the Angoon, Kake, Petersburg, and Gastineau Channel Fish and Game Advisory Committees, and individual residents in Forest Service and State planning and management decisions.

Maintain Angoon YACC (Young Adult Conservation Corps) program to provide young people with jobs.

Seek and utilize programs for hire of local residents as trainees and assistants in Admiralty resource management projects, such as fisheries or cultural site inventories.

Work with the community to help develop a dependable water supply, hydro-generated energy source, and associated aquaculture facilities.

*

*

*

Opportunity 2 Juneau, Petersburg, Kake, Hoonah, and other communities can gain direct benefits from Admiralty's management.

Management Intent, Forest Service: Provide ready access to the planning process for all interested communities.

Programs, Forest Service:

Work through Forest Service community offices and programs to encourage involvement of elected officials, residents, and interest groups in the planning and decision process.

*

*

*

USER'S GUIDE TO ADMIRALTY ISLAND NATIONAL MONUMENT WILDERNESS

This guide is intended to assist members of the public who make use of Admiralty Island for recreational or commercial purposes by providing quick reference to activities permitted or prohibited under provisions of the Interim Guidelines. The interim nature of the following policies must be emphasized. Public review and pending clarification of Congressional intent could result in modification of the policies as outlined below. The Background Resource Information Document, which contains more detailed information pertinent to these policies, may be obtained from the Admiralty Island Monument Manager.



Salt water access and activities, such as commercial fishing in inlets, bays, and adjacent waters, will not be affected by Admiralty Management, since Monument and Wilderness management include only National Forest lands above the mean high tide line. The State of Alaska regulates activities on tidelands.



Float plane access to the lakes of Admiralty will continue. If future restrictions are desirable to protect wilderness values, such restrictions would result from public involvement in the development of a plan for this wilderness.



Wheeled plane access to Admiralty beaches will continue. Future restrictions of landings below mean high tide (State lands) or above mean high tide (National Forest-Monument Wilderness) may be desirable to protect other values. Such restrictions would occur as a result of a plan for this Wilderness, a State plan for use of tidelands or joint State/Forest Service planning, all of which would provide for public participation.



The 11 public recreation cabins within the Wilderness will remain. These will continue to be rented to the public on a reservation system. Some additional public cabins and shelters for public safety to be built may be proposed as a result of this planning.



Existing private cabins under Forest Service permits will be allowed to remain.



Commercial harvest of timber, under normal Forest Service programs, is prohibited. However, there may be some harvest and sale of timber in conjunction with authorized projects such as Angoon's power project, Noranda's access, or clearing for an aquaculture site.



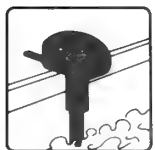
Firewood cutting and subsistence wood gathering is allowed.



Beach log salvage -- commercial recovery of logs washed ashore -- will continue. Salvage will be conducted from the water, and will not require roads or use of vehicles in uplands.



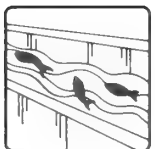
Hunting and fishing will continue to be regulated by the State of Alaska. Firearms may be carried in the Monument Wilderness.



Use of outboard motors is permitted on fresh water. Areas of existing use will be verified as a part of the planning process, and restrictions, if any, will be determined through the public involvement and planning process.



Use of chain saws will be allowed, and restricted only as a result of the wilderness plan and concurrent public involvement. While chain saws are viewed as inconsistent with wilderness use, established prior means of access provide for airplane landings and outboard motor use. Under these special circumstances, prohibition of chain saw use seems illogical and inconsistent.



Aquaculture facilities, which may include fishways, weirs, fish ladders, hatcheries, etc., may be permitted. Any aquaculture structure will blend with the natural character of the area. Decisions on aquaculture activities will result from a wilderness plan or subsequent proposals and will provide for public participation.



Mineral exploration and mining development on those claims, including claims within $\frac{3}{4}$ of a mile, found to contain valid mineral discoveries as of November 1978 is permitted. At present, Noranda and Anaconda have valid claims.



Activity on mining claims where valid discoveries had not been proven as of November 1978 will not be allowed.



Thayer Lake Lodge is to continue operations for no less than 15 years, or for the life of the present lease holder. New lodges on Federal land within the Monument Wilderness will not be allowed.

NATIONAL AGRICULTURAL LIBRARY

1022503266